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# **Pacific Avenue Design Plan**

A manual of guidelines and programs designed  
to draw upon and enhance the historic character  
and significant architectural qualities of the  
Pacific Garden Mall and surrounding area


City of Santa Cruz

Charles Hall Page & Associates, Inc.  
San Francisco, California

November, 1978

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# Introduction

In March, 1978, the City of Santa Cruz issued a Request for Proposals (RFP) aimed at developing "an urban design plan and implementation program for the Pacific Avenue area, particularly the Pacific Garden Mall including specific design guidelines and illustrative materials to retain the area's character and enhance (its) architectural and historic image." It should be emphasized that the design plan and guidelines are aimed at new construction as well as revitalization and rehabilitation, to ensure that future physical change in the Pacific Avenue area is designed and carried out in an appropriate and consistent manner. In particular, the Pacific Avenue Design Plan is to be a manual which provides both a framework and specific design guidelines for property owners, merchants, developers and designers. It is to be a document which provides guidance and yet allows certain latitude for decision-making by the individual property owner. At the same time, it is designed to facilitate assistance and necessary review activities by City agencies.

In May, the City and Charles Hall Page & Associates, Inc., entered into a contract and commenced work on the Pacific Avenue Design Plan. At the same time, the City Council directed staff to establish the Pacific Avenue Design Committee, so as to provide City staff and the consultant with information and interests representative of the downtown area. The eight-member Pacific Avenue Design Committee has representatives from the City Planning Commission, Historic Preservation Commission, Redevelopment Commission, Downtown Neighbors' Association, Downtown Chamber of Commerce, Downtown Association and the Off-Street Parking Commission. The Committee first had an organizational meeting in June, and subsequent-

ly has met four times with staff and the consultant to generate ideas for plan preparation, and to review and respond to plan proposals.

The four major elements of this design plan are as follows: (1) inventory and analysis of existing conditions, particularly architectural and design resources as well as parking and traffic conditions; (2) a conceptual design plan for the Pacific Avenue area, expressed in this case as four design programs achievable within the next five to ten years; (3) detailed design guidelines, both for revitalization of existing storefronts and for design of new construction; and (4) implementation requirements necessary for day-to-day management and support of the design guidelines and programs.

The Pacific Avenue area, as referred to in this plan document, is the area bounded by Water and Mission Streets on the north, the San Lorenzo River to the east, Laurel Street to the south, and Center Street to the west. While constituting the core area of downtown Santa Cruz, the project area nevertheless is but one part of the greater downtown area.

It also must be noted that development of the Pacific Avenue Design Plan is based on certain land use and community development policies, as spelled out in the City Planning Commission's April, 1978, statement of Policies and Programs for Recommended General Plan. Particular consideration was given to policies and programs in the following General Plan areas: Community Form and Size, Natural Resource and Resource Conservation, Community Image and Appearance, Residential Opportunities, and Transportation and Public Facilities. Therefore, to the extent that the present design plan addresses, say, transportation and parking aspects of the Pacific Avenue area, it has done so on the basis of the Planning Commission's Policies and Programs for Recommended General Plan, as well as design and visual consequences of the present situation.

In summary, it is not within the scope of this design plan to investigate and prepare comprehensive land use, transportation and economic development recommendations for the Pacific Avenue area. Such an effort may be appropriate at a later date, if it is decided to prepare a general development plan for the greater downtown area.





## Early Architecture and Townscape

Although Santa Cruz had its origins in the late 18th century Spanish settlement on Mission Hill, the downtown area of the city is almost entirely a creation of the American period. The downtown area lies on the flat lands west of the San Lorenzo River between Mission Hill and Beach Hill. Until 1848, when Elihu Anthony built the first business in that part of town at North Pacific, Water, and Mission Streets, these flatlands had been planted in grain, beans and vegetables by those living in the Mission. What later became Front Street was the main route from Mission Hill to the Bay, and Pacific Avenue was only a long row of willow trees.

As the downtown area began to develop after 1848, it acquired the characteristics of other California towns both in its appearance and its functional relationship to the rest of the city. The commercial center of the city developed rapidly during the early Gold Rush period, at first as a mixture of permanent and temporary wooden buildings along Front Street. By 1860, new structures downtown were likely to be brick. After the 1866 Wright-Foreman survey closed Front Street's direct access to the Bay and to the new bustling port, the center of commercial activity began to shift to Pacific Avenue.

During the growth years of the 1860s, 1870s and 1880s, the character of Pacific Avenue as we still know it today took shape, although a big fire resulted in different buildings and some new styles after 1894 in the big block bound by Pacific, Front and Cooper.

This still-existing 19th century downtown is characterized by two- and three-story brick buildings with interior timber framing, and occasionally cast iron

store fronts and interior columns. Only after the turn of the century was there steel framing, and then only in a few cases. These buildings filled their lots at the front and sides, creating a dense and continuous wall of buildings on both sides of the street. Although essentially identical in structure, the facades of these buildings were treated in a variety of architectural styles, with the commercial Italianate predominating and spanning nearly the entire period of downtown construction up to the 1920s. Regardless of style, however, all the buildings were characterized by vertical compositions that terminated in projecting cornices.

Compared to most buildings of the last 30 years, the 19th and early 20th century structures that were built on Pacific Avenue were remarkably varied and complex in function. Ground levels (and, in many cases, mezzanines) invariably were commercial, while upper levels were used variously as offices, commercial, hotel, residential, or fraternal. The rich mixture of uses that resulted from this complexity created a diverse and constant street life, and a functionally more integrated community than exists in contemporary cities.

Of course this commercial core did not grow up in a vacuum. At the same time that commerce developed in the flatlands, so did residential and industrial areas. Actually, by the time of United States acquisition of California in 1846, there already was a sawmill, tannery, lime kiln, and foundry in Santa Cruz, and shortly afterwards there was a burgeoning lumber business. These activities took place largely to the north of the commercial center of town, but, along with subsidiary developments, also were located at its edges. The commercial activities of Pacific and Front did not end abruptly, but continued for various distances on side streets, largely in services such as warehousing and blacksmithing. The buildings that housed these industrial and subsidiary activities



were typically much simpler in design than the more pretentious Pacific Avenue buildings.

Beyond these commercial fringes were neighborhoods of houses. Fred Hihn laid out and developed much of the land north of Lincoln during the prosperous Gold Rush years of the 1850s. The land south of Lincoln was developed in the 1860s and the flatlands began to fill up in the 1870s and 1880s. The earliest houses were simple wood frame structures, typically without stylistic references or with minimal gestures to the Greek Revival. The Gothic Revival was the earliest fanciful style in the area, and was succeeded by Italianate, Eastlake, and Queen Anne houses in the 19th century, Colonial Revival at the turn of the century, and Craftsman, Mission and Bungalow houses after about 1905. Throughout this period, houses were commonly built at a uniform setback on lots large enough to include landscaping, vegetable gardens, and small outbuildings. Residents of the flatlands were within easy walking distance of the commercial center of town.

From the end of the 1920s until after World War II, there was very little building in the Santa Cruz downtown area, and at the end of the second World War the area looked much as it had fifty years earlier. Within the next thirty years, however, tremendous changes took place with irreversible consequences for the visual character of central Santa Cruz. Although the automobile was already congesting the city in the late 1930s, it was not for another ten to fifteen years that major holes began to appear for parking lots. Whereas the city once was a continuously-built fabric from commercial center to residential edges, it became increasingly pocketed with voids until the commercial center along Pacific Avenue was virtually isolated from the rest of the city, like an island in a sea of parking lots. Between Front Street and the River, redevelopment actions cleared the small-scale warehousing district and remnants of old residential

sections including an early Chinatown. In place of this activity, which once functionally supported downtown, a suburban shopping center was built without any discernable relationship to the scale or design of its surroundings. Similarly, to the west of Pacific Avenue, the subsidiary commercial functions and neighboring residential areas were eaten away. In the residential areas that remained, zoning permitted higher density residential and commercial development.

The Pacific Garden Mall of 1970 was the most visible step taken to reverse the post-war deterioration of central Santa Cruz. The very existence of the Mall signified a new awareness on the part of the community of the value of its historic core. As both public and private revitalization efforts have proceeded over the last decade, however, problems associated with reuniting the downtown business district with the remainder of the city have remained unresolved. And, as is the case with many other older downtown areas across the country, the retail sales and office functions of downtown Santa Cruz face stiff competition from outlying commercial areas, which, in many cases, can offer more central location and greater convenience to residents of the region. Resolving the land use, traffic management and economic development issues posed by this situation will occupy the next period in the city's evolution.



# Inventory of Existing Conditions

An absolutely essential step required for preparation of the design programs and design guidelines which follow in this plan document was the conduct of an inventory of existing conditions and resources within the Pacific Avenue area. However, because the scope of this plan is restricted primarily to design considerations, the inventory at hand is, by nature, selective. It is comprised of three principal parts: Form and Image Determinants, a Windshield Survey of Significant Structures, and an On- and Off- Street Parking Inventory.

By no means are these three subject areas exhaustive of all the elements and forces which, when taken together, make the Pacific Avenue area live, breathe and appear the way it does. Rather, the aim has been to conduct an inventory of the major elements and resources which contribute to the image and sense of place clearly belonging to the Pacific Avenue area, and which, in turn, should be drawn upon, protected, upgraded and/or enhanced, as the case may be, for the future benefit and enrichment of both the area itself and the greater community of Santa Cruz.

## FORM AND IMAGE DETERMINANTS

The accompanying plate illustrates eleven selected determinants of form and image in the Pacific Avenue area. Each of these determinants (as well as others not identified in this exercise) contributes significantly to a person's physical experience and visual perception of the Pacific Avenue area.

These design determinants vary as to degree of self-expression: some are very bold or self-evident,

such as the Pacific Garden Mall, while others are far less obvious, such as Pedestrian Pass-Throughs. It also is to be noted that these eleven determinants are man-made, i.e., they belong to the built environment, as opposed to natural determinants in the area, such as the San Lorenzo River, cliff areas and other topographic features, and the area's climatic conditions.

The form and image determinants of this inventory are as follows:

1. Focal Points are central structures or activity centers of the area, such as City Hall, the Cedar Street walnut tree, Cooper House and the Post Office;
2. Pacific Garden Mall is the retail center of the community, with strong pedestrian orientation, mature landscaping and distinguished sense of place;
3. Major Landscaping refers to public area landscaping such as that which exists along the riverfront and on Church Street and Walnut Avenue, between Pacific and Cedar;
4. Edges represent abrupt changes in streetscape, scale, landscaping and other elements, such as the rear areas of buildings along Front Street butting up against the riverfront berm environment, or the incongruous nature of the shopping center in terms of its scale, building design and appearance of isolation;
5. Existing Views refer to view corridors, vistas and spot views, such as those along Church Street and Walnut Avenue from Cedar to Pacific, Pacific Garden Mall from Cathcart, and up and down the San Lorenzo River from the various bridges;



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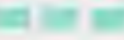
















## FORM AND IMAGE DETERMINANTS

-  Existing Views
-  Major Landscaping
-  Major Arterials
-  Pedestrian Pass-Throughs
-  Edges
-  Pacific Garden Mall
-  Potential Views
-  Pedestrian and Bicycle Paths
-  Focal Points
-  Major Intersections
-  Development Opportunities

# Pacific Avenue Design Plan

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6. Major Arterials are the primary movers of vehicular traffic in the area, such as Laurel, Front, Mission and Water Streets;
7. Major Intersections, such as those at Soquel and Front and Laurel at both Pacific and Front, offer major opportunities to provide orientation and definition to the area;
8. Pedestrian and Bicycle Paths, particularly those along the riverfront, are important micro environments within the area for those wishing to travel by means other than the automobile;
9. Pedestrian Pass-Throughs most often connect parking areas to shopping areas, and can provide, in themselves, interesting shopping and pedestrian environments to further enrich the area;
10. Development Opportunities are areas or sites which presently are underutilized, such as the intersection of Soquel and Front, rear areas of buildings along Pacific Garden Mall, and large, blank wall areas of large buildings; and
11. Potential views refer to areas, particularly along the riverfront, where the opportunity exists to open up interesting vistas.

As mentioned earlier, it is the above determinants, plus the inventories of significant structures and on- and off-street parking facilities, which collectively serve as the foundation of the conceptual design plan and specific design guidelines for the Pacific Avenue area.

## WINDSHIELD SURVEY OF SIGNIFICANT STRUCTURES

During the month of July, 1978, consultant staff conducted a "windshield" survey and analysis of residential and commercial buildings in the Pacific Avenue area. A "windshield" survey involves driving up and down each street to identify, in a surface and therefore preliminary manner, buildings of architectural significance. This survey effort enjoyed significant benefit over typical "windshield" surveys in that it was able to draw upon the 1976 Santa Cruz Historic Building Survey. A technical note which explains the relationship of these two surveys is located at the end of this plan document.

The accompanying plate indicates two categories of findings. The first category indicates buildings of architectural distinction. The second indicates background buildings. These two categories are defined as follows:

1. Buildings of architectural distinction represent unusual building types or styles in Santa Cruz; are good examples of the earliest buildings in Santa Cruz; are of high architectural quality by virtue of plan, construction, composition and detail; or are good examples of representative architectural styles. These buildings range from the earliest in town to the end of World War II. They include examples of the Stick-Eastlake, Queen Anne, Richardsonian Romanesque, Colonial Revival, Commercial Italianate, Neo-Classical Revival, Bungalows, and Moderne. Further research may be necessary to verify the particular historical events and/or architectural significance attached to such buildings.
2. Background buildings are those buildings whose greatest value exists not so much in their individual architectural distinction as in their environmental contribution to the character of



the Pacific Avenue area. They are buildings which, in style, scale and setback, provide the architectural fabric of the area, and which give this part of Santa Cruz its distinctive character. Like buildings of architectural distinction, background buildings cover a broad range of styles from the time of Santa Cruz's founding to World War II.

Buildings of architectural distinction and background buildings are major resources of the community. These buildings contribute to the identifiable character of the built environment, and, as such, can be drawn upon in a sensitive manner to produce and sustain a distinctive "image" for the Pacific Avenue area. Additionally, these buildings represent architectural styles and construction solutions unlikely to be repeated in the future. The retention and enhancement of background buildings are just as important to Santa Cruz as the retention and enhancement of buildings of architectural distinction. While buildings of the latter category are judged to be superior as measured in architectural terms, buildings which belong to the first category provide a foundation for, and, therefore, contribute directly to the image and distinctive character of the area. Each category represents an independent, but certainly interrelated, measure of significance. Therefore, as a rule of thumb, all reasonable alternatives for reuse, as well as costs and benefits to the community, should be considered in a comprehensive manner before allowing either the destruction, disfigurement or disappearance of such buildings.





LINCOLN STREET

WALNUT AVENUE

CHURCH STREET

CITY HALL

LOCUST STREET

UNION STREET

GREEN STREET

CHESTNUT STREET

MISSION STREET

KNIGHT STREET

BULKHEAD ST

WATER STREET

RIVER STREET

COOPER ST

SOQUEL AVENUE

GARDEN MALL

COMMERCIAL LANE

PLAZA LANE

RIVER STREET SOUTH

DAKOTA AVENUE

BRANCIFORTE

SANTA CRUZ  
GOVERNMENTAL  
CENTER



## BUILDINGS OF ARCHITECTURAL SIGNIFICANCE

Buildings of Architectural Distinction



Background Buildings



# Pacific Avenue Design Plan

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## ON- AND OFF- STREET PARKING INVENTORY

On- and off-street parking facilities of the Pacific Avenue area have been reviewed principally in terms of their visual impact on the environment. In conducting this review, an opportunity also has presented itself to pull together inventory data and to prepare a series of graphic plates which illustrate the location, number, meter rates and time limits of parking spaces in the Pacific Avenue area.

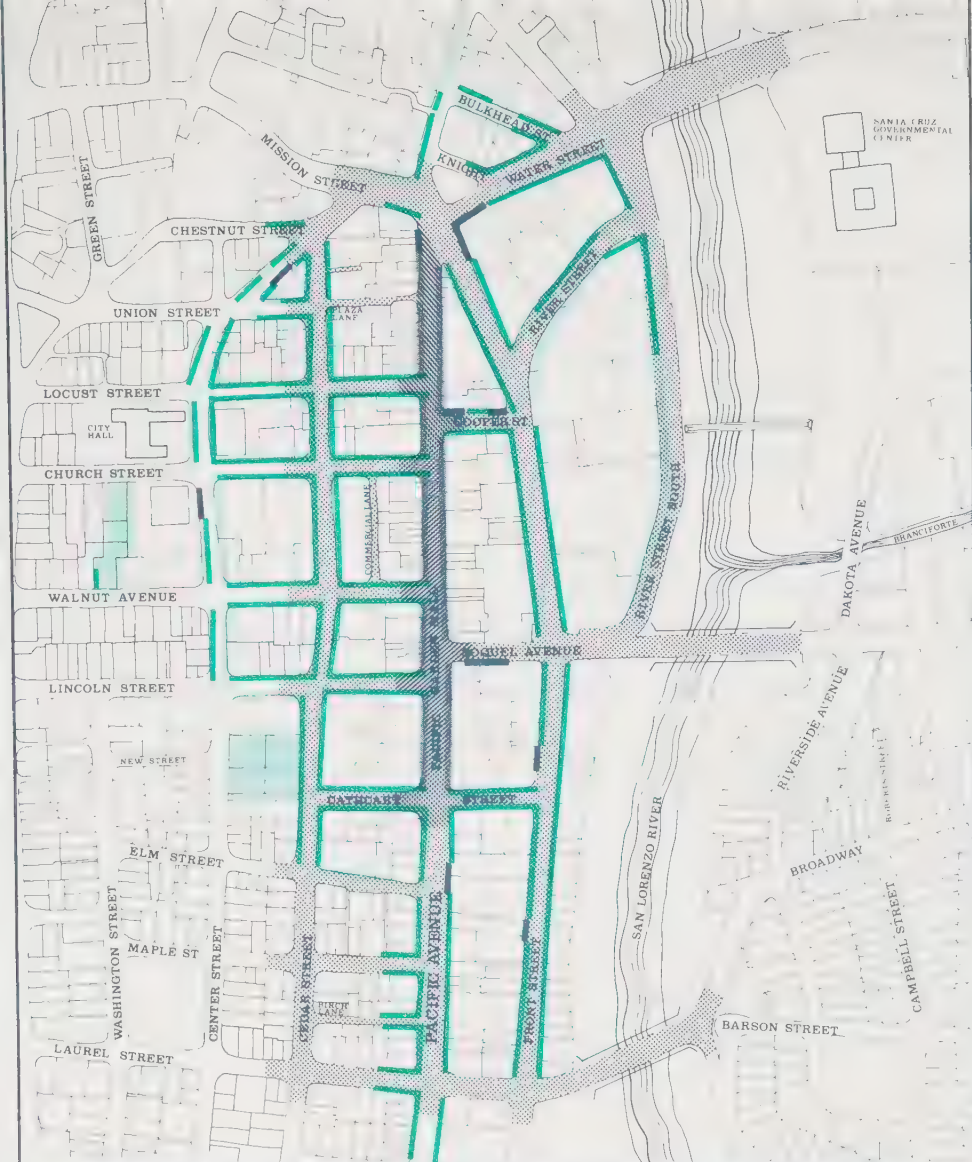
The consultant offers the following observations regarding the general appearance and use of Pacific Avenue area parking facilities:

1. Throughout the area, and along Cedar Street in particular, there is a lack of clarity or readable distinction between public and private parking areas. There are areas with different paving types (asphalt here, concrete there) and different elevations within the same parking area or in areas contiguous to one another. In some cases, adjoining areas will offer free parking and restricted parking respectively, differentiated or separated only by unsightly wires and "No Parking" signs. Many parking areas have little or no landscaping.
2. There is a definite feeling, in many cases confirmed by the haphazard appearance of various off-street parking areas, of patchwork or ad hoc decision-making with respect to parking facilities in the Pacific Avenue area. The visual manifestations have been spelled out above. In addition, one can observe two-hour, on-street metered spaces located directly next to two-hour, off-street free parking spaces. One also observes a random or scattered distribution of off-street parking facilities, which reads as an absence of order or system for a major resource which consumes large amounts of land area in the

Pacific Avenue area.

3. On numerous visits to the area, there appeared to be a significant imbalance of demand for off-street parking spaces between the north and south ends of the Pacific Garden Mall. In the area along Cedar near Union, the desirability of constructing a two- or three-level parking structure, with commercial uses on the ground level, seems very apparent. Another potential location for such a structure would appear to be in the area of Soquel and Front.
4. Virtually no visual relationships now exist between off-street parking facilities and their locations vis-a-vis buildings and passageways connecting to the Pacific Garden Mall.





## ON-STREET PARKING METER TIME LIMITS

NUMBER OF SPACES	TIME LIMIT
28	30 Minute
49	1 Hour
603	2 Hour
133	12 Hour

## Pacific Avenue Design Plan

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## ON- AND OFF-STREET PARKING METER RATES

NUMBER OF SPACES	RATES
162	20 Cents/Hour
651	10 Cents/Hour
155	5 Cents/Hour

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## OFF-STREET PARKING INVENTORY

CATEGORY	NUMBER OF SPACES
City Parking Facility	1420
Private Parking Facilities for Public Use and for Reserved Use	1850

# Pacific Avenue Design Plan

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## Pacific Avenue Area Design Programs

The work program for this plan document calls for development of a conceptual design plan for the project area. But as work progressed on development of the plan, the consultant concluded that the Pacific Avenue area is not so much in need of a new or grand concept as it is in need of refinements and additions to what already is there. Accordingly, the conceptual design plan for the Pacific Avenue area is expressed in the form of four design programs: Landscaping, Lighting and Street Furniture; Mall and Parking Area Signage; Pedestrian Environment; and Opportunity Sites and Areas. These four programs are based on the following premises:

1. The Pacific Garden Mall, including the buildings which front on it, already exists not only as the dominant, supportive spine of the Pacific Avenue area, but also as the retail center of the entire community. It is widely acclaimed throughout California as a creative and successful example of core area commercial revitalization. Therefore, the introduction at this time of any overall conceptual design plan or major new design theme could serve to compete with, rather than reinforce and complement, existing activities, uses and design character of the Mall. To the extent that the project area needs overall design guidance, it is guidance that can and should be expressed in terms of reinforcement, refinement and improvement of the distinctive, established character of the Pacific Garden Mall and surrounding area.
2. All four programs have been designed to be achievable within the next five to ten years. As such, these programs do not represent, nor will they

read as, grand schemes or distant visions of what ought to happen. The programs represent opportunities to begin plan preparation in the near future. In some cases, such as development of rear areas of buildings or the painting or landscaping of large, blank wall areas, design work could begin almost immediately. In other cases, such as design and implementation of a comprehensive mall and parking area sign identification program, plan formulation and major policy decisions will be required first.

## LANDSCAPING

Expansion of Mall Areas. Expansion of landscaped areas beyond the existing Pacific Garden Mall can satisfy two major objectives: one, the distinctive, pedestrian-oriented character of the Mall can be utilized, on a selective basis, by other blockfaces within the Pacific Avenue area; and two, such landscaped areas can begin to tie together major focal points and activity centers of the project area. A good example of achieving this second objective is development of a mall area along Church Street, between Center Street and Pacific Avenue. It would connect or link City Hall, the Civic Auditorium and the Public Library with the Pacific Garden Mall. Illustration of the location of this new mall area and others is shown on the accompanying plate.

Three specific points need to be stated regarding expansion of mall area landscaping:

1. It is strongly recommended that the same types of materials and species as presently used on the Pacific Garden Mall be used in the new mall areas. Such materials and species have proved themselves, for a sufficient period of time, to be successful.
2. It is recommended that specific site planning for each new mall area (i.e., layout, intensity of use of planting materials) respond to the particular functions and uses of each area. For example, the Church Street mall area referred to earlier probably would be quite similar to the existing Pacific Garden Mall, whereas mall-type landscaping along Front Street between Water and Cooper Streets more appropriately would respect Front Street's role as a major traffic thoroughfare. Accordingly, while the materials and species would be the same as the Pacific Garden Mall, the layout and intensity of use of planting materials would be significantly different.

3. Certain areas appear to be more "ready to go" than others, and on this basis design work and construction should proceed accordingly. The Church Street, Cooper Street and Soquel Avenue areas would seem to fit into this category of "ready to go". The Soquel Avenue mall area will require relocation of the transit center, for which one possibility is Front Street near Cooper.

Riverfront Area. Additional landscaping work along the riverfront is needed to make it more inviting and to tie it visually to the Mall area. North of Soquel Avenue there is a wall of trees which effectively cuts off the riverfront area from the Pacific Avenue area. Select removal of trees will open up views of the river along River Street South. This should be done in conjunction with providing pedestrian and bicycle access to the path that fronts on the river. South of Soquel Avenue the opposite condition exists. There is little vegetation there, and one has a feeling of desolation. Landscaping should be added along the river berm, including trees to provide shade and to frame vistas. Low-level shrubs and a low-maintenance ground cover also would be appropriate additions. The bicycle path along the river should be paved, and access to Front Street should be developed. Signage should be placed at strategic locations along the path as well.

Parking Lots. Virtually all of the existing public and private parking lots need to be landscaped more intensively. At present they have few plants, and, in fact, many have no landscaping whatsoever. At least 5 percent of the land area of parking lots should be landscaped and maintained continuously. Landscaping should be located along street frontages, alleys and passageways, as well as within the lots. Large shade trees serve to break up the sea of cars, provide shade and cut down on glare. Low-maintenance ground covers, such as iceplant or African daisies, should



be encouraged. Waist-high hedges and wood fences also can be used effectively to screen parked cars and to provide relief from large areas of asphalt. The above elements must be used in concert to create pleasant parking areas.

## LIGHTING

The Pacific Garden Mall currently is illuminated with small, three foot high light fixtures, as well as taller fixtures which are ten to twelve feet in height. Streets around the Mall and those which run into the Mall are illuminated by thirty foot high "cobra head" fixtures that extend over the street. The City is planning to convert the existing mercury vapor lighting system to the more efficient, high-pressure sodium vapor system. The light quality of the existing system is very "blue white" in appearance, while the new lighting system will be very "orange" in color. It is recommended that the lighting quality of the Mall be maintained as it is, and that those areas outside of the Mall be converted to sodium vapor. This will help maintain the uniqueness and special character of the Mall at nighttime.

Uplighting on trees and light fixtures within trees can be quite successful, and therefore should be investigated.

Store lighting also can add a very special character to the overall nighttime appearance of the Mall. Attractive lighting of display windows can serve as nighttime advertising, as well as helping to illuminate the sidewalks and the mall areas.

Floodlighting of special buildings, such as the Octagon House, can provide another special dimension to the area.

## STREET FURNITURE FOR MALL AREAS

Street furniture is the term used to describe elements of the streetscape such as light fixtures, benches, trash receptacles and planters that make up the "furniture" of the street. The existing Pacific Garden Mall has a large variety of street furniture which contributes to the "vocabulary" of the streetscape.

These have almost universally proven themselves in the years since the Mall was first developed. They also contribute to the character and feeling of the Mall. For example, the low, brick planters have been very successful not only as planters but as benches. Low, brick walls and wood benches also are used to form protected enclaves where groups of people can sit down and talk.

The horizontal paving tiles are used throughout the Mall, and are a unifying element in the Mall.

The use of wood trellises and benches adds a feeling of warmth to the Mall but has presented somewhat of a problem because people staple notices onto the wood. The notices are eventually removed but the staples remain.

There must be a commitment to the maintenance of wood street furniture, including the removal of staples, just as there is currently to the maintenance of landscaped areas. The posting of notices should be restricted to kiosks provided specifically for this purpose, and notices posted otherwise should be removed promptly by City maintenance crews.

The existing tall street light fixtures work well, although the design could be more in keeping with the character of the Pacific Avenue area. These fixtures are not glaringly out of place, yet the large rows of metal fins beneath the lamp fixtures are inappropriate. It is recommended that these fixtures not be used in

the expansion of mall areas, and that they be phased out of the Pacific Garden Mall when this becomes feasible. New fixtures could be either simple, clean modern fixtures, or older, recycled street lamps that would fit into the established character of the Mall.

The low-level light fixtures do not seem to work well and are a maintenance problem. They should not be used again when additional mall areas are created.

The existing integration of street signage with the light fixtures is certainly appropriate, yet the clamps currently used to secure signs to the posts are oversized and do not blend well with the signs on the posts. Other types of clamps can provide a superior integration of signage with the light fixtures.



#### MALL AND PARKING AREA SIGNAGE

1. Providing efficient and commodious parking facilities for first-time visitors as well as day-to-day users and employees of the Mall area begins with the establishment of a comprehensive and distinctive Mall identification signage program on major arterials leading to the Pacific Avenue area. This way, coming to and arriving at the area by auto, foot or bicycle can be a pleasant, rather than bewildering or frustrating, experience.
2. A signage program also is needed within the Pacific Avenue area itself, in order to get the auto driver to the desired type of parking facility, ranging from long-term employee parking to intermediate- and short-term parking, and convenience parking. The plate for this design program illustrates existing off-street parking facilities, as well as the major arterials which serve the project area and peripheral streets. A signage program for use on major arterials serving the Pacific Avenue area can begin immediately, whereas a second signage program for use on the area's peripheral streets should not be undertaken until there is completion of a comprehensive and detailed parking facilities plan for the Pacific Avenue area. Such a parking facilities plan is discussed further in the Implementation Requirements section of this plan.
3. Off-street public parking facilities will benefit greatly from a common signage system, advertising of location and attractive appearance. By contrast, off-street private facilities can and should be less obvious to the driver. Driveways and other access points should be controlled with attractive gates or doors so that "No Parking" signs, which only clutter the visual experience, become unnecessary.
4. There also is a need to provide different levels of service in parking facilities. The requirements of a day-in, day-out long-term employee user are much different from those of a first-time, short-term visitor who is interested in protection from hot or inclement weather and some degree of security for luggage or other valuables stored in the auto. In the latter case, a parking structure with attendant-controlled ingress and egress offers a level of service many are willing to pay for.







## LANDSCAPING



Existing Pacific Garden Mall



Additional Mall Area Landscaping



Landscaping Improvements for Parking Lot  
and Riverfront Areas

# Pacific Avenue Design Plan

CHARLES HALL PAGE & ASSOCIATES, INC.












## MALL AND PARKING AREA SIGNAGE

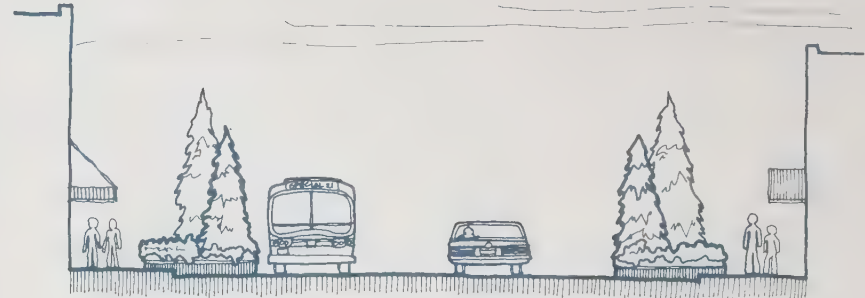
-  Existing Off-Street Parking Areas
-  Major and Minor Streets Serving Project Area
-  Peripheral Streets

**Pacific Avenue Design Plan**  
CHARLES HALL PAGE & ASSOCIATES, INC.

## PEDESTRIAN ENVIRONMENT

1. The Pacific Garden Mall, as well as future mall areas, together with the buildings which front on such landscaped areas, should be regarded as a total environment in itself, in many respects somewhat akin to suburban area shopping malls. In such environments, the pedestrian comes first; staging areas are provided for entertainment and exhibitions; outside eating and drinking areas are commonplace; business establishments work together closely on promotion of special events; and there is a systematic approach to advertising, signage and provision of vehicular parking facilities. The major difference, and, in such case, tremendous advantage enjoyed by the Pacific Garden Mall over suburban shopping centers, is that the latter developments are instant, manufactured environments exhibiting great similarities to one another. By contrast, the genuine character and sense of place established over time by the Pacific Garden Mall is very striking.
2. In the pedestrian environment or zone established by the mall areas and buildings which front on them, the automobile enjoys a secondary role. Motor vehicles are restricted to short term (20 to 30 minute) convenience shopping and pedestrian pick-up and drop-off.
3. Gateways are necessary at entrances to mall areas to announce sense of arrival and sense of place, for pedestrian and driver alike. Gateways also provide orientation and direction to goods, services and areas of activity within the mall environment.
4. Pedestrian pass-throughs and linkages are necessary in order to connect parking facilities with mall areas, rear areas of buildings and alleyways. They also are necessary to achieve cross

linkages between riverfront areas and mall areas. And pedestrian linkages are necessary to achieve vertical connections to and within buildings possessing second- and third-level shops and services.



*Tree stands and landscaped islands (above) and pedestrian-scaled archways in sidewalk areas (below) are examples of potential gateways to the Pacific Avenue area.*



## OPPORTUNITY SITES AND AREAS

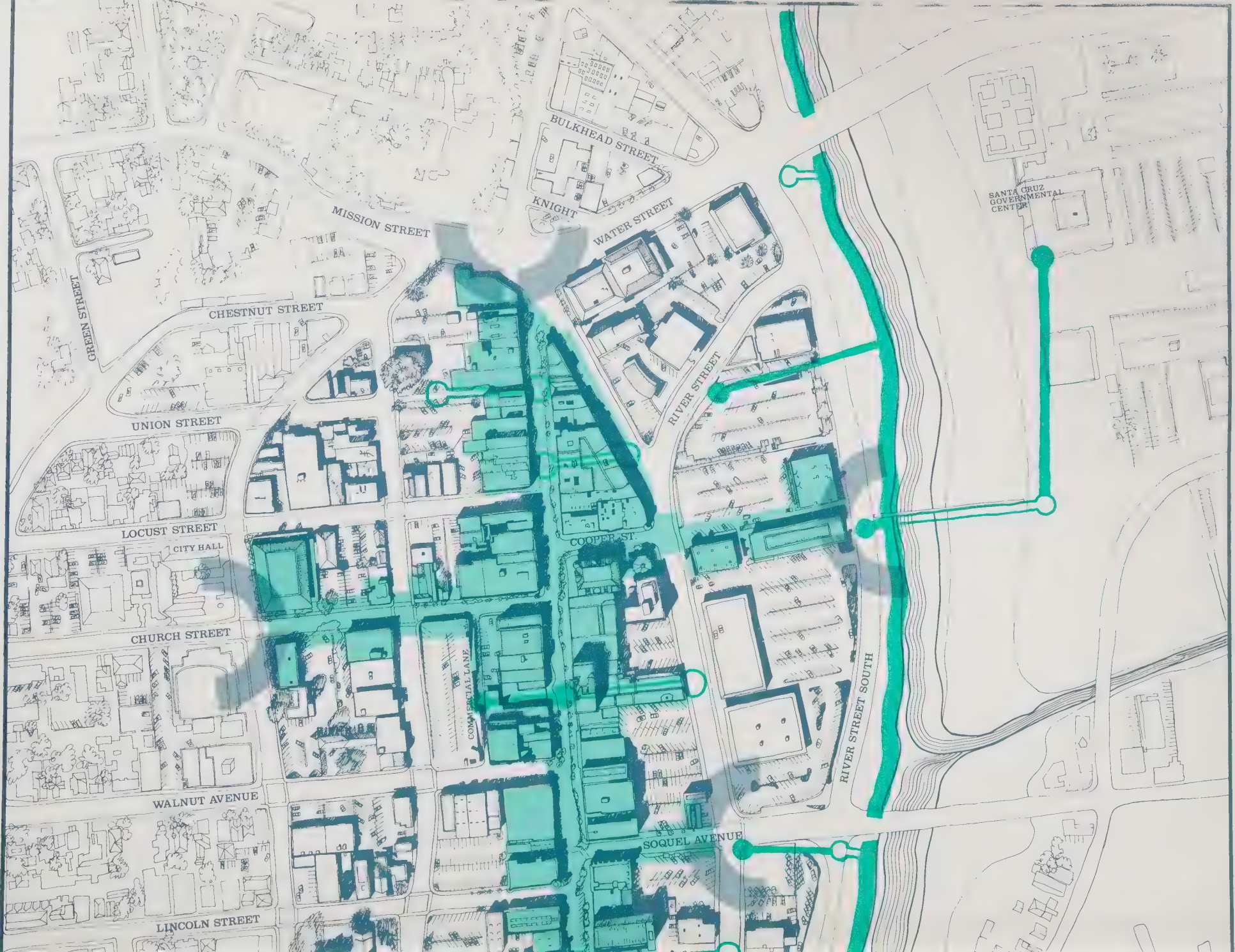
The accompanying plate for this design program begins with illustration of the coverage of existing buildings which front on the Pacific Garden Mall, and then is overlaid to indicate opportunity sites and areas, including the rear areas of buildings and alleyways. In addition to drawing upon the Pacific Garden Mall as the primary resource of the built environment, it also is of major importance to recognize and take advantage of the San Lorenzo riverfront, which is the area's primary natural resource.

Major opportunity sites and areas, as identified in this design program, were selected on the basis of opportunities afforded by the presence and character of the two major resources spelled out above, but also in those cases offering special opportunities to achieve distinctive, even unique design solutions, in the Pacific Avenue area. In either case, the intent is to further contribute to the established character of the Pacific Avenue area.

1. The rear areas of buildings, particularly those buildings which front on mall areas and those belonging to the Front Street riverfront environment, offer special development opportunities for achieving outdoor environments of a distinctive nature or dimension. Such environments can offer tranquil areas, apart from the hustle and bustle of the retail activities and traffic of the mall areas.
2. Pass-throughs, alleyways and developing second- and third-floor areas of mall area buildings also offer opportunities for achieving distinctive environments. In these cases, the dimension is intimacy of scale and enclosure.
3. Gateway intersections and gore corner lots provide key opportunities for developing uses and design-

ing structures which announce a sense of arrival in the Pacific Avenue area. These opportunities also create strong, first impressions of the area, and therefore the land uses and building designs of such sites should, at the very least, not detract from or suggest conflict with the basic character of the Pacific Avenue area.

4. Large, blank wall areas offer important opportunities for creative graphic design, artwork and/or landscaping treatment.



SANTA CRUZ  
GOVERNMENTAL  
CENTER

BULKHEAD STREET

KNIGHT

WATER STREET

RIVER STREET

COOPER ST.

RIVER STREET SOUTH

SOQUEL AVENUE

MISSION STREET

CHESTNUT STREET

UNION STREET

LOCUST STREET

CITY HALL

CHURCH STREET

WALNUT AVENUE

LINCOLN STREET





COMMERCIAL LANE

GREEN STREET





## PEDESTRIAN ENVIRONMENT

-  Area of Pedestrian Dominance
-  Potential Pedestrian Pass-Throughs
-  Existing Pedestrian Pass-Throughs
-  Gateways

**Pacific Avenue Design Plan**  
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## OPPORTUNITY SITES AND AREAS

-  Existing Mall Area Building Coverage
-  Opportunity Sites and Areas
-  Rear Areas of Buildings and Alleyways

# Pacific Avenue Design Plan

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## Pacific Avenue Area Design Guidelines

While many buildings in the Pacific Avenue area continue to retain their original character and feeling, there also is a large number of buildings which have been altered so drastically since they were first constructed that little remains of their original design. The rear walls of many older buildings still show their original character, and from these rear areas one can surmise the original appearance of the fronts of these buildings. For example, brick walls with slightly arched openings on rear facades indicate the kinds of styles and materials once present on many front facades.

To the extent possible, modification to storefronts and building facades should seek to remove present layers of siding and signs in order to draw upon, and, accordingly, to emphasize the design and materials of the original building. When it is feasible to return a facade to its original form and materials, the renovated facade results in a unique and distinctive image.

A new design may be appropriate if the building has been altered to the point that the original design has been obliterated or is only minimally apparent. Any new design should respect the proportions as well as the detailing of the original design, and should use materials which are consistent with those of the original building.

New design elements, such as cloth awnings, flower-boxes and imaginative pedestrian-scaled signs, which may not have existed on the building at any previous time, may be appropriate to give the building both color and character. Care must be used so that design elements are not applied which attempt to make a

building appear as if it is from a period or style other than it really is, such as the use of colonial light fixtures on a turn-of-the-century commercial building.

## SIGNAGE

The location and size of signs on any building should clearly bear a relationship to the architecture of the particular structure. Signs should not cover windows, roof shapes, or dominate trim, nor should they tower over the building when attached to the roof of the building. Large, projecting signs are not appropriate for the Pacific Avenue area. Such signs are out of scale with the street, are visually disruptive, and do not relate to the pedestrian environment. Flat signs, parallel to the facade, are excellent because they do not compete with the building. However, wall signs with large areas of dark colors, and wall signs which read as billboards because of size and corporate message, are out of place on the Mall and in the surrounding area. The following statements are rules of thumb which apply to various types of signage in the Pacific Avenue area.

1. Sign Location: Signs should be located directly above the entrance to the store, or directly to the sides of the entrance at eye level, so that they are visible below the foliage of street trees for the amenity and convenience of the pedestrian.
2. Sign Area: The total area of all signs on a building should be limited to a size equal to one square foot per frontage foot of building face, with a minimum allowance of 25 square feet regardless of front footage. When the ground floor footage of a building is occupied by more than one tenant, each should be entitled to a pro-rata square footage based on the frontage used by that tenant, with each tenant being entitled to a minimum of 25 square feet regardless of each tenant's front footage.
3. Number of Signs: The maximum number of permanent signs per business should be two different types

of signs, such as a wall sign, a projecting sign or a permanent banner.

4. Internally-illuminated plastic signs are to be discouraged; generally they are inappropriate for achieving the desired image and character belonging to the Pacific Avenue area. Internally-illuminated signs can be effective if they are limited to very small areas, such as a maximum of six square feet (for projecting signs, this would mean six square feet per side), or if only the individual letters in the sign are illuminated instead of the entire sign, including its background.
5. An additional amount of sign area should be allowed for those establishments which provide pedestrian access to their sales and service areas through the rear areas of their buildings. Sign provisions should apply to rear facades, as they do to front facades, when access is provided.
6. Artwork: Artwork, in the form of sculpture and other types of three-dimensional objects, should not be related to sales and service activities of the area. In addition, this type of artwork is to enhance rather than impair pedestrian use and enjoyment of the area. This is particularly true with respect to view corridors and pedestrian visibility and circulation.
7. Murals: Murals and wall paintings as artwork are appropriate only when they relate to the character and pedestrian scale and orientation of the Pacific Avenue area. A mural also should bear relationship to the scale and architectural character of the building to which it is applied. Additionally, murals should not be allowed on building facades which face directly onto street areas. Corporate or retail sales identities



inappropriate; such artwork then functions as a billboard. Large areas of dark colors suck in light and detract from the area, particularly along the Pacific Garden Mall.

#### TYPES OF SIGNAGE

##### 1. Wall Signs

- a. Locations: See Signage, above.
- b. Size: See Signage, above. If a continuous, solid band of signage is used, only the area encompassed by the lettering should be counted toward the total signage area.
- c. Shape: Wall signs should have a rectangular shape, and should be applied horizontally directly above the storefront. Variations on the rectangular shape are acceptable, such as rounding the ends, but the variations must respect the basic rectangular shape. When a building contains two or more signs, the wall signs should complement one another in color and shape, and should be located in the same position over the storefronts.
- d. Colors and Visibility: Colors should relate to and complement the materials or paint scheme of the buildings, including accenting highlights and trim colors. The number of colors on any sign should be limited to three. This heightens readability (visibility), especially when one color is a dark hue, the second a medium hue, and the third a light accent color. These three combine to produce a highly legible sign. Additional colors only compete with one another. Florescent colors are not recommended; they would not complement a building, much less contribute to the

character of the Garden Mall and Pacific Avenue area generally.

- e. Lettering Styles: Lettering styles used on signage should be highly legible. Store signage is a form of advertising, and therefore it is in the best interest of the business establishment to have signage read clearly and attractively to the passer-by. Decorative styles of lettering can be successful when well designed, and can be used to convey additional meaning to a sign. The variety of lettering styles also adds individuality and character to each store. The lettering style also can be keyed into the style used for letterhead, business cards, menus, sales signs and promotional literature. The use of one type style throughout an establishment's printed materials can present a unique image for the enterprise, which then becomes immediately identifiable with the enterprise and its products.
- f. Methods of Construction and Materials:
  - (1) Wooden signs: There are several ways to effectively utilize wooden signs. Raised letters can be applied to a wooden signage band. These letters can be metal, or pre-cast plastic or wood fiber. Pre-cast and molded letters can be painted or gold leafed. A wooden wall sign also can be routed, carved, or sand-blasted to get the effect of raised letters (with corresponding design, if desirable). Paint can be directly applied to a flat wooden signage band. (A metal band, although more expensive, might be preferable because it offers greater longevity.)

- (2) Metal signs: Different applications of metal include use of raised letters, as described above, on a metal band. Use of paint and applied lettering is as described above. Galvanized or baked enamel finish is required to avoid rusting.
  - (3) Signage can be painted directly onto the facade of a building. This method resembles a signage band of wood or metal but, instead of introducing another material, the painting is directly on the building facade.
  - (4) Pre-cast letters (e.g., molded plastic) can be applied to a building surface as an effective signing alternative.
2. Icon signs are hanging or projecting signs which depict a physical object, such as a shoe, as contrasted with signs which utilize lettering to convey the signing message. Projecting signs of a small scale, or hanging icon signs, are typical of communities possessing village scale and a pedestrian orientation. They are colorful and exceedingly effective if oriented properly to the pedestrian. The Garden Mall area is very pedestrian-oriented and, with the lush vegetation, can effectively use small projecting signs that will both enhance the area and provide increased visibility for the stores along and adjoining the Mall.
- a. Location: The sign's location should be determined by visibility. Icon signs should be located carefully so that they are not obscured by awnings of adjacent windows or the extensive landscaping of the Mall, and yet placed no lower than 8 feet so that there is adequate clearance.
  - b. Size: Projecting signs should be limited to 6 square feet in area for each and every side of the sign possessing a measurable surface.
  - c. Colors: As in other types of signage, the colors used should complement and accent existing wall and trim colors, and should be restricted to three, so that the combination produces a highly readable sign. Colors used in the hanging signs should relate to other signs and elements on the building facade, including awnings and decorative architectural features.
  - d. Lettering Styles and Images (Logos) in Icon Signs: Icon signs are effective both with and without the usage of the establishment's name, although the former is preferable. If a lettering style is used, it should be highly legible. An icon sign which has only the symbol or image of the store should suggest as nearly as possible those services which are offered, or products which are sold, inside the establishment. The store's name may accompany the icon sign as an additional sign. Some of these images or icons might be:
    - (1) A symbolic object, e.g., a shoe for a shoe shop or shoe repair shop, or a loaf of bread for a bakery.
    - (2) A corporate logo, wherein an image or logo is designed specifically for a store or business, including its letterhead and other applications. Such logos are used often in menu design, packaging, and other advertising.
    - (3) Hanging signs, which are limited simply to words. Detachable "Sale" signs can



be hung on the bottom of a permanent sign. This is an effective and tasteful way of announcing a sale and avoiding large hand-painted scrawls in a store window.

e. Methods of Construction and Materials:

- (1) Hanging signs are most often constructed of wood. Therefore, the methods described in the wooden sign section under 1.f.(1) above are applicable.
- (2) Hanging signs also can be constructed of tile and metal, with an enamel design.
- (3) Hanging signs also can be constructed of wrought or cast iron with lettering or an icon image.

f. Basic Methods for Attaching Icon Signs to a Building:

- (1) Hanging solutions can range from very simple to quite intricate and artful, e.g., double signs, one on top of the other.
- (2) Projecting icon signs which are supported from the storefront facade are direct in appearance and cannot swing back and forth, such as the hanging method allows.

g. Exterior Lighting for Signage: All of the signage discussed above should have the capacity of being lit for evening visibility. Signage bands, as well as icon signs, should be lit. As mentioned earlier, internally illuminated signs should be discouraged, although small areas or individually illuminated letters can be successful.

3. Window Graphics: The two types of window graphics which are recommended either involve painting or applying vinyl letters on glass, or utilize a clear acrylic panel behind the windows. These types of window graphics are permanent signs.

- a. Location: Window graphics should be applied so that they do not obscure visibility into a shop for the passer-by.
- b. Size: No more than 25 percent of the area of any one window should be used for a sign. Such signage should complement the other signs and the design of the storefront.
- c. Colors: Complementary and suitably contrasting accent colors are recommended for painted window signs. Vinyl letter signs should be white or very light in color since windows have a tendency to appear dark. Painted letters should also be a light color. Gold and silver leaf lettering is very effective and reflects light back onto the streetscape, giving an elegant effect. Every effort should be made to integrate window signs with store window displays.
- d. Lettering Style: Legibility is imperative. Sans serif Helvetica style, or similar typefaces, are appropriate. Such type styles are highly legible, even in a small size. (Helvetica is the most readily available style in vinyl lettering, and is an excellent choice if vinyl is desired.)

e. Methods of applying window graphics:

- (1) Painted graphics are usually hand-painted by a sign painter directly onto

the glass. Although expensive, this is the best method for applying a logo design or image onto the window. This is often an effective eye-stopper for passers-by.

- (2) Vinyl letters can be applied to glass directly or to a clear acrylic panel behind the glass.

Both of the above alternative window graphics can be used to supplement information which cannot be accommodated by larger signs on the building. Short messages on primary building signs gain more advertising impact than an endless jumble of verbiage.

4. Hanging Banners: Banners and cloth signs can be an effective means of adding bright colors and a festive air. As materials and cloth used in construction are vulnerable to the elements, they should be used primarily for special, festive occasions. If they are used on a permanent basis, a condition of their initial approval is agreement to replace them when they begin to show wear. A banner shall be considered a permanent sign if it displays content or identification of any kind which relates to the business or service establishment of the building to which the banner is attached. Care should be used so that the banner does not overpower its surroundings or dominate the storefront. Several banners in a row also can be quite effective as a design motif.
5. Street Address Numbers: Bold number graphics can be effectively designed and used not only to highlight the store's address and location, but also to add a bright touch of color to a building. This is especially effective when there is more than one shop per building.

6. Temporary Signage: Temporary signs, such as hastily, hand-painted "Sale" signs printed on coarse paper and plastered in windows, are highly inappropriate. Restrictions need to be imposed on the design and location of temporary signs. Temporary signs not exceeding two in number and six square feet in total area for each business would be appropriate.



## AWNINGS

Cloth awnings add color and shade to a building's facade, as well as providing an area for signage. There are several shapes that would work well in the Pacific Avenue area.

A slanted awning looks attractive on most buildings, especially with signage painted on the awning's flap, which is called a valance. When an awning is the main signage for a store, the valance should be a minimum of 12" wide with letters 6" or 8" high, so that the letters can be read easily from across the street. The end panels of angled awnings can also be used for signage if adjacent buildings do not have signs or awnings obstructing them. Lettering on awnings is considered to be permanent signage.

Box awnings are used on buildings which do not require shade but do need color and form. Such awnings should be in a solid color and may have lettering on them. The lettering should be close to the lower edge.

A curved awning makes a strong architectural statement by giving an interesting form to a plain building. However, this shape should not be used on buildings which have a strong architectural character, particularly with strong rectangular forms such as windows or trim. This shape is especially attractive in white or light colors in a translucent fabric.

The colors of all awnings should complement the building color. When a building contains more than one store, each should have a different awning color for individual identification of that store, but all the awnings should relate in color and form to one another. If striped awnings are desired, there should be only two colors (or three, as a maximum) per awning. Multi-colored or patterned awnings are not appropriate.

Lighting can be used to create interesting effects on

awnings for nighttime drama.

Metal and glossy vinyl awnings are inappropriate to the Pacific Avenue area, and are not recommended as they are too slick and hard, and therefore are uninviting to the passer-by.

## CANOPIES AND MARQUEES

A canopy is a light weight structure that extends out from a building and is supported both by the building and by columns, whereas a marquee is a structure that extends out from a building and is supported entirely by the building. Both the Palomar and the St. George hotels have large marquees. There are no canopies on the Mall, and they should not be encouraged for they are very urban in character and present a feeling of being in a large metropolitan city. Marquees, on the other hand, have been used successfully in Santa Cruz for a long time. They provide a sense of arrival at an entryway, as well as providing shade when the sun is quite hot. Marquees, because of their potentially major design impact on a blockface, should be used with care. They should not extend more than ten feet above the sidewalk, and they should not extend out from the building to a point exceeding 75 percent of the distance between the property line and the curb line. (In cases where a variable curb line exists, such as along the Mall, the distance from the property line to the curb line is determined by averaging the distance from the property to curb line as measured at both ends of the parcel.)

## STOREFRONT WINDOWS, WINDOW FRAMES AND FINISHES

Bare aluminum frames are not appropriate as they appear as hard, cold, and uninviting. Dark, anodized aluminum blends more with the glass around it, and is less apparent than bare aluminum. For windows with existing bare aluminum, the addition of wood trim is recommended to "warm up" the store windows and building facade. Wood trim or siding, where used, should be of a finished nature, not rough or with bark still on the wood. The Pacific Avenue area possesses a refinement and level of quality, and, as such, is not an appropriate place for "woodbutcher" or the "hand-hewn" look. Paint is a preferred finish for wood in the Pacific Avenue area, although stain and sealer can be appropriate. Wood shingles, on the other hand, are a suburban or rural wall surface material and should be avoided.

Mirrored or heavily tinted glass should not be used, as it conveys the feeling of heavy commercial or industrial use. Lightly tinted glass, preferably bronze, may be appropriate in certain instances. Application of mylar or plastic sheets or films to windows should be avoided as they also are inappropriate.

## FACADES AND MATERIALS

There are a number of materials which can be used in and around shop windows which are compatible with, and which will reinforce, the desired appearance of the Pacific Avenue area.

The major building materials found in the Pacific Avenue area are stucco, brick, wood siding and unpainted redwood. Stucco is the most prevalent, sometimes being applied over brick walls or wood siding. Highly-polished materials, such as chrome or large sheets of stainless steel, do not fit in with the character of the area. Unpainted or stained redwood is appropriate when used for trim pieces on buildings, and when used in a finished nature, as opposed to a rough or hewn one.

Glazed tile frequently is used on stucco buildings as an accent or base material. If used in this manner, the stucco tiles should be a minimum size of 3" x 3". Smaller tiles are residential in feeling, belonging to kitchens and bathrooms.

Brick is an appropriate material for rehabilitation or renovation if brick was part of the original building design, but generally should be avoided in other circumstances. Brick also can be a strong, effective material for new construction. "Antique" brick is inappropriate and undesirable. Metal siding also is inappropriate as it presents a hard, uninviting appearance and does not fit in with the character of the Pacific Avenue area. Small tiles, precast aggregate panels and stone facings are not recommended for use on storefront facades. Concrete block is an inappropriate material if left exposed. If left exposed, the scale of the concrete block is too large, particularly for buildings along the Pacific Garden Mall, and in all cases exposed concrete block presents a "cold" facade.



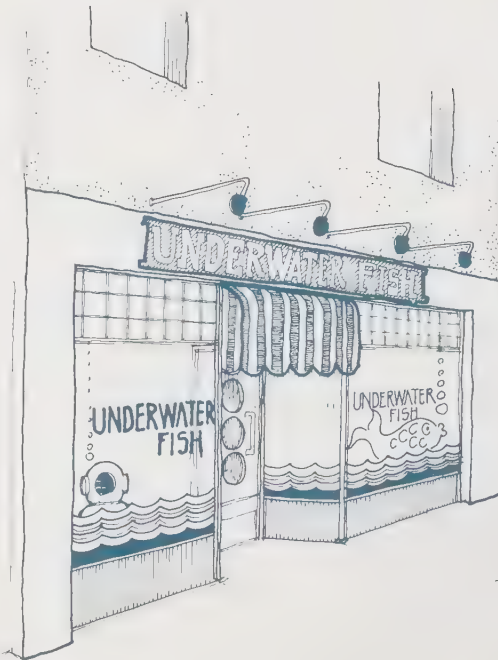
Most existing buildings in the Pacific Avenue area have flat roofs with parapets on the front facade. Such roof lines should be maintained. Accordingly, mansard or pitched roofs are to be avoided except in those cases where they once were, or still are, part of the original design.

Materials or designs which are fads or "trendy" should be avoided. They are very popular for a short time, and then are passed on for other materials or trends. Among these are diagonal siding, large, oversized semicircular windows, instant "antique" brick, and lava rock. In summary, the integrity and honesty of materials should be observed first when making improvements to a facade.

Because the Pacific Avenue area already is heavily landscaped, planter boxes are inappropriate along the first-floor level. Instead, such forms of landscaping should be encouraged at the second- and third-floor levels where colorful plants will add to the streetscape and will not be subject to the maintenance and vandalism problems that are more likely to occur at the street level.

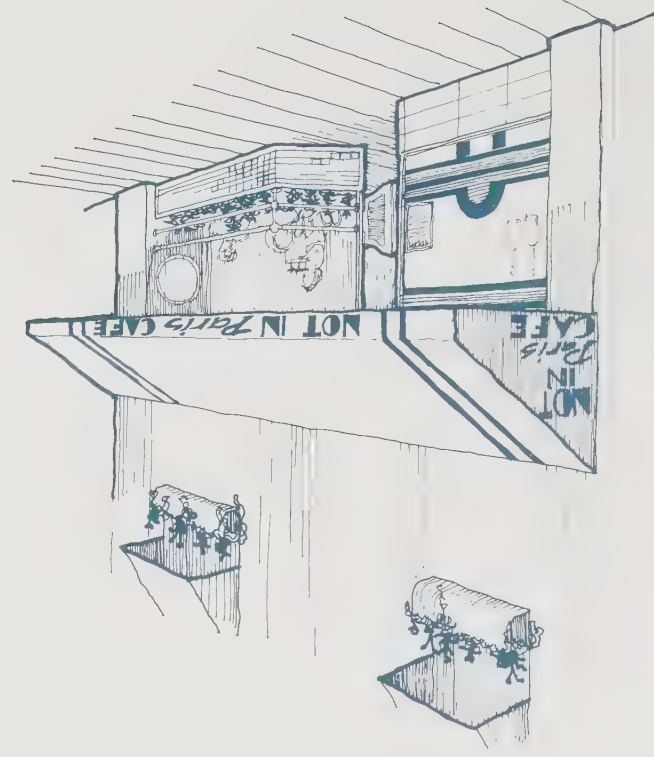
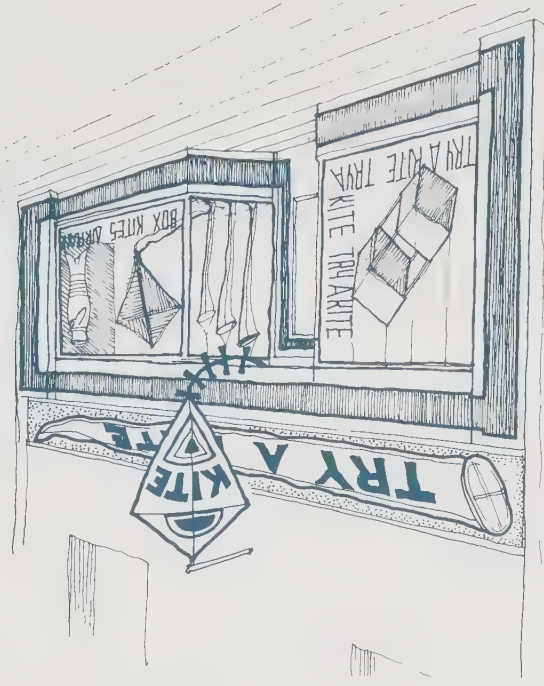
All planter and window boxes must be approved, by permit, subject to the condition that the applicant will maintain all planted materials continuously. If such maintenance is not forthcoming, then permit approvals are subject to revocation.

Another colorful addition to a storefront is a series of brightly colored pull shades inside the windows. The merchant can then control how much sunlight is entering the building.



*The storefront illustration above, and the three which follow on page 42, present hypothetical applications of the design guidelines for storefront renovation.*

Included in these illustrations are design guidelines for wall signs; projecting (and, in this case, icon) signs; window graphics; hanging banners; temporary signage; awnings; storefront windows; window frames and finishes; and facades and materials.





## COLOR SCHEMES AND FAMILIES

Color is perhaps the primary means of unifying an urban commercial area. As a positive influence, one building or storefront color change can spark a vital trend toward a fresh coat of paint for an entire area. By contrast, and as a negative influence, gaudy or tasteless color selection can destroy the image of the whole community, and result in a noncohesive, visually disturbing impression. Using colors that fit the urban village setting and the natural environment is important in the creation of comfortable and naturally designed surroundings. Blending or contrasting colors with nearby building colors is as critical as choosing a compatible mix of colors for the building or storefront itself.

Santa Cruz is characterized by a mixture of bright sunshine and cool gray fog. Both of these weather conditions affect the quality of light and, in turn, the quality of light affects how colors are perceived. The downtown core is attractive to those seeking a cool, relaxing, shady environment, and to those who want to find a colorful relief from monotonous gray tones. Keeping these weather characteristics in mind, a warm pastel palette for background coloring is desirable. Cold grays and purplish grays should be avoided as they would not be sensed as complementary companions or as effective contrasts to the gray foggy skies. Also, colors that have large amounts of pigment in them, such as deep purples or oranges, fade more rapidly than other colors, particularly when subjected to heavy weather or sunlight conditions. Bright whites and light colors should be used sparingly as they tend to cause disturbing glare and reflection of heat on sunny days. Buildings in full view with few trees to filter view of the facade should never be painted a bright color, as they would be a glaring intrusion on the carefully orchestrated harmony of the rest of the streetscape.

Existing landscaping also should be considered when choosing colors for facades, signs and awnings. The Mall area is lushly landscaped with large shady trees that obscure, to varying degrees, the storefronts. Some facades, however, are in full view and even greater attention should be paid to the colors chosen to enhance these buildings. A selection from among the more subtle and subdued colors suggested would be desirable. Those buildings that are partially shaded could be effectively colored with a slightly more lively palette and with more exciting, contrasting highlight colors. In addition to the shade, the landscaping provides a solid, consistent natural accent color; consequently, a variety of color families could be selected, with thoughtful attention to the coordinated, overall effect. Warm, muted shades of creams, yellow, greens, blues and peach colors should be used as the body or overall building background colors. Brighter, more intense hues of related or contrasting colors should be used as accent colors and highlight colors for architectural elements. Application of these color guidelines is on the accompanying chart entitled, Sample Color Schemes.

Color selection also should take into consideration the building materials found within the same building, as well as along the streetscape. The downtown area has a mixture of stucco, wood, natural stone, brick and cast iron. Brick and stone should be left natural, unless they already have been painted. When materials are combined within a facade, color can be used to coordinate and highlight the varying components. Brick and stone should dictate the color family chosen. Red tile roofs provide an attractive contrast along the streetscape, and can be complemented effectively by using earth tone building colors.

When choosing a color scheme for a particular building, the neighboring building color must be considered to produce a harmonious effect. The scheme should not combine more than three colors in most

cases, and, most importantly, it should relate to the building as a whole. The arrangement of the parts and their relationship to each other are essential considerations for buildings with multiple floors and/or multiple tenancies. Very large buildings should be painted with a subdued body color that will harmonize rather than dominate or overpower their surroundings. Architectural detailing should be accented with highlight colors that will draw attention to a smaller scale relating more consistently to the downtown. When using the darker hues to highlight individual storefronts and entranceways, it must be kept in mind that a successful color combination unifies all of the architectural elements into a single picture, without denying lively emphasis to distinctive features.

Individual stores are best identified by signs, awnings, and window design, all of which provide opportunities to use darker, deeper and brighter colors. The ID Building with its bright blue awnings, and the Cooper House with bright yellow awnings, are two examples of successful usage of colorful awnings to create interest from the street as well as from within the buildings when looking through the windows. Brightly colored awnings can relate to the facade through contrast or similarity. For example, a dark green awning with yellow or white lettering could be a successful contrast to a red brick facade with a light accent color, in the same way that a dark, bright blue awning could complement a pale blue facade with darker blue or maroon highlighting.

Signage and window designs are most effective when color coordinated with the facade and awnings. The context (scale, color, landscaping, adjacent signs) should determine signage design and coloring. Compatibility through the use of related colors, lettering styles, symbols and size allows signage and window designs to contribute to the overall visual interest and harmony of the streetscape.



# SAMPLE COLOR SCHEMES (1)

The following colors are listed by description and an identification number that corresponds to the system produced by Fuller O'Brien "FULCOLOR" Fashion Structured Colors. It is to be noted that this listing of a brand name and numbers is for illustrative purposes only. This listing is not intended, nor should it be construed, as an endorsement of the manufacturer or its product line.

<u>Building Type/Architectural Style</u>	<u>Background</u>	<u>Accent Color #1</u>	<u>Accent Color #2</u>	<u>Awning Color or Color to Incorporate in Sign or Banner</u>
Italianate/modern stucco, small, 1-2 stories	Pale Peach B47B	Light Orange B90B	Rust B120B	Deep rust, solid with pale peach lettering
Italianate/modern stucco, small or medium, 1-2 stories	Pale Blue F58F	Wedgewood Blue E109E	Light Olive Green F52F	Denim blue with light colored lettering
Italianate/modern stucco (color family for sandstone buildings)	Pale Gold A28A	Light Ochre A41A	Med. Yellow Orange B80B	Bright yellow with white or dull orange lettering
Colonial Revival brick building with multiple stories and tenancies	Brick, unpainted	Sand (2) A51A	Dark Green (3) E129E	Dark green with red "plaid" stripe or solid green with yellow lettering with red shadows (4)
Plain modern stucco, large, 2-3 stories (5)	Beige A38A	Black D121D	Deep Red C128C	Deep red with light colored lettering
Moderne, large with multiple stories and tenancies	Light Green F44F	Medium Green F53F	Dusty Rose (6) B112B Warm Beige B86B Light Coffee H123H	Olive green, solid, beige solid or brown, solid, with contrasting lettering (4)
Spanish Colonial/stucco modern, large building, Revival (7)	Light Beige H15H	Light Eucalyptus Green G114G	Burnt Red Tile	Rust, solid with light lettering
Italianate stucco, small	Ivory B73B	Teal Blue E121E	Holly Red C123C	Rust Tweed or teal blue and white stripe
Italianate/stucco/Ground level of a cut stone building	Cafe Cream B69B	Deep Blue (8) D130D	Harvest Orange (8) B124B	Bright blue with light colored lettering

## FOOTNOTES:

- (1) The following color schemes are only examples of the many possible schemes that would be appropriate in the Pacific Avenue area. Building scale, usage and architectural style are listed with the color schemes because all of these factors should be a part of color selection and design.
- (2) To be used for largest painted area.
- (3) To be used to highlight some architectural detailing, e.g., frieze relief detailing, window sashes.
- (4) When a building contains more than one store, each should have a different awning color for individual identification, but all awnings should relate harmoniously to one another, as well as to the building.
- (5) Colors, awnings and signs can work together on a plain modern building to emphasize any architectural detailing (window sashes, moldings) and to divide the continuous mass into a smaller scale that would relate to other buildings.
- (6) Multiple colors could be used to highlight moderne relief detailing.
- (7) Earth tone colors reflect the Spanish style and complement red tile roofing.
- (8) Bright contrasting colors should be used primarily for street level front highlighting, reserving the light color for the bulk of the building.



## BUILDING HEIGHTS AND SETBACKS

The Mall is similar to a large outdoor room, with the buildings which face the Mall serving as its walls. Almost all of the buildings on the Mall are between one and one half and three stories in height. There are a few one-story buildings, and a few that are over four stories high. To maintain the feeling of enclosure and of pedestrian scale, new structures shall be at least two stories high. One-story buildings, while not recommended, are possible as long as they have a front facade which reads as a building of one and one half or two stories in height. Buildings taller than three stories should be avoided along the Mall, unless interests and objectives of the entire community are served by their construction.

Buildings within the Pacific Avenue area which do not face directly onto the Mall should be restricted to five stories in height so that they do not overpower their neighbors on the Mall.

Building setbacks along mall areas should be permitted only if three conditions can be met: First, the use of the buildings, as well as the use of the setback area itself, must be pedestrian-oriented and contribute to the quality and character of mall areas; second, the setback area must be heavily landscaped so that it will blend in with and add to landscaping treatment of mall areas; and third, exposed wall areas of abutting properties shall be treated in an appropriate manner, such as provision of landscaping or development of a mural or other kind of artwork.

## NEW CONSTRUCTION

New, infill construction in the Pacific Avenue area should fit into the fabric of existing buildings and the overall streetscape, and by no means present a jarring contrast to what already is there. Therefore, in most respects, the design guidelines which are applicable to existing storefronts also hold true for new construction, and should be drawn upon in the preparation and review of applications for new construction. The new construction guidelines which follow, then, should be regarded as a supplement to the earlier guidelines for existing storefronts.

New buildings should respect the scale of their surrounding neighbors, and particularly the scale of adjacent buildings. New buildings also should respect the vertical or horizontal emphasis of their neighbors. If buildings on either side of a proposed building have long horizontal lines, then the new building should reflect horizontal emphasis as well. Additionally, the vertical or horizontal emphasis of windows of neighboring buildings should be recognized and taken into account.

Almost all commercial buildings along the Pacific Garden Mall have flat roofs or gently pitched roofs hidden behind flat parapet walls. The overall effect is a skyline of horizontal roof forms. Accordingly, pitched or mansard roofs are inappropriate, and should be discouraged.

Most of the downtown buildings are perceived from the street as being solid walls broken up by holes punched into them for windows. There are no "window walls" in the Pacific Avenue area. Accordingly, new construction should not have large window areas.

Buildings along the Pacific Garden Mall generally have solid walls that come to the ground at each property line along the street frontage. This makes the

buildings appear solid and psychologically gives support to the floors above. This should be encouraged with construction of new buildings.

When new buildings face onto mall areas, and, particularly onto the Pacific Garden Mall, their major entrances should be onto the Mall and other mall areas, and not onto a side street or alley.

For guidelines which address appropriate kinds of materials for new construction, the reader is referred specifically to guidelines presented earlier under Facades and Materials.





# Illustrative Applications of the Design Guidelines

The purpose of this section is to illustrate, through presentation of generic perspectives and building elevations, the application of design guidelines and programs outlined earlier in this manual. The case examples illustrated in this section were selected because they represent good opportunities to demonstrate the intent and potential effectiveness of the design guidelines and programs. The case examples also represent a cross-section of planning and design situations, ranging from storefront renovation on the Pacific Garden Mall to landscaping and other public works improvements along the San Lorenzo riverfront.

It is to be noted that two alternative treatments are shown for roughly the same existing off-street parking areas along Cedar Street. The intent is to draw upon the same case example in order to illustrate potentially different application of the guidelines; one application is for a parking structure, the other for improvement of existing parking areas.

The perspectives and building elevations are intended to be generic in type and, therefore, suggestive rather than prescriptive. It is to be underscored that the drawings which follow are not plan proposals. Rather, they are illustrations of the kinds of physical change which can occur through application of the guidelines. Other designers applying the same guidelines, and specifying particulars for implementation of the same programs, undoubtedly would achieve solutions different from those illustrated on the plates which follow.

The notes which accompany the plates are statements of the specific design and use objectives to be achieved.

Existing



PACIFIC GARDEN MALL BUILDING  
WITH MULTIPLE STOREFRONTS

- Remove inappropriate storefront siding materials.
- Remove inappropriate diagonal wood siding on center post.
- Paint body of building one color overall; use appropriate accent color(s) on trim and decorative relief.
- Develop signage for each storefront which is similar, yet not identical, in size, typeface, color and materials.
- Develop awnings for each storefront which are similar in size, shape and position on building. Use colors which work well with one another.
- Develop graphics for display windows and other glass surfaces.

Potential





## PASS-THROUGHS TO AND FROM PACIFIC GARDEN MALL

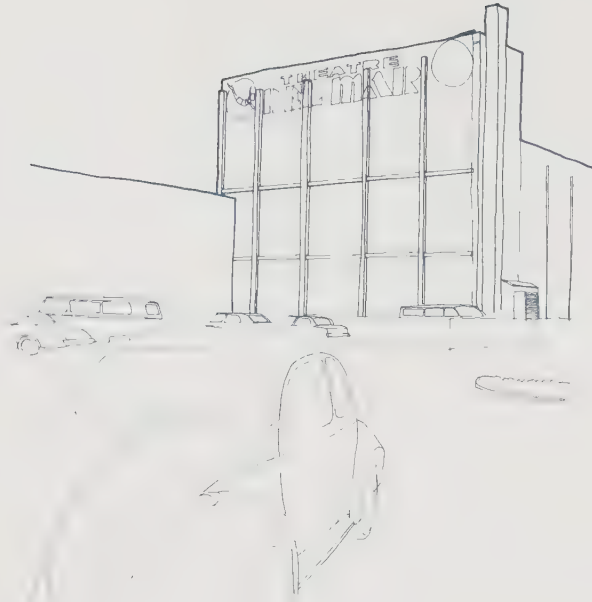
- Add landscaping, such as vines on walls or, if there is space, street trees.
- If pass-through is long and narrow, wind different types of paving materials along pass-through, and, if appropriate, extend paving treatment into off-street parking areas.
- Open up shop windows and entrances to achieve visual and physical access from pass-through.
- Encourage use of wall graphics, banners and lighting of display windows.
- When appropriate, provide overhead structure to achieve sense of enclosure from hot and inclement weather.



Existing



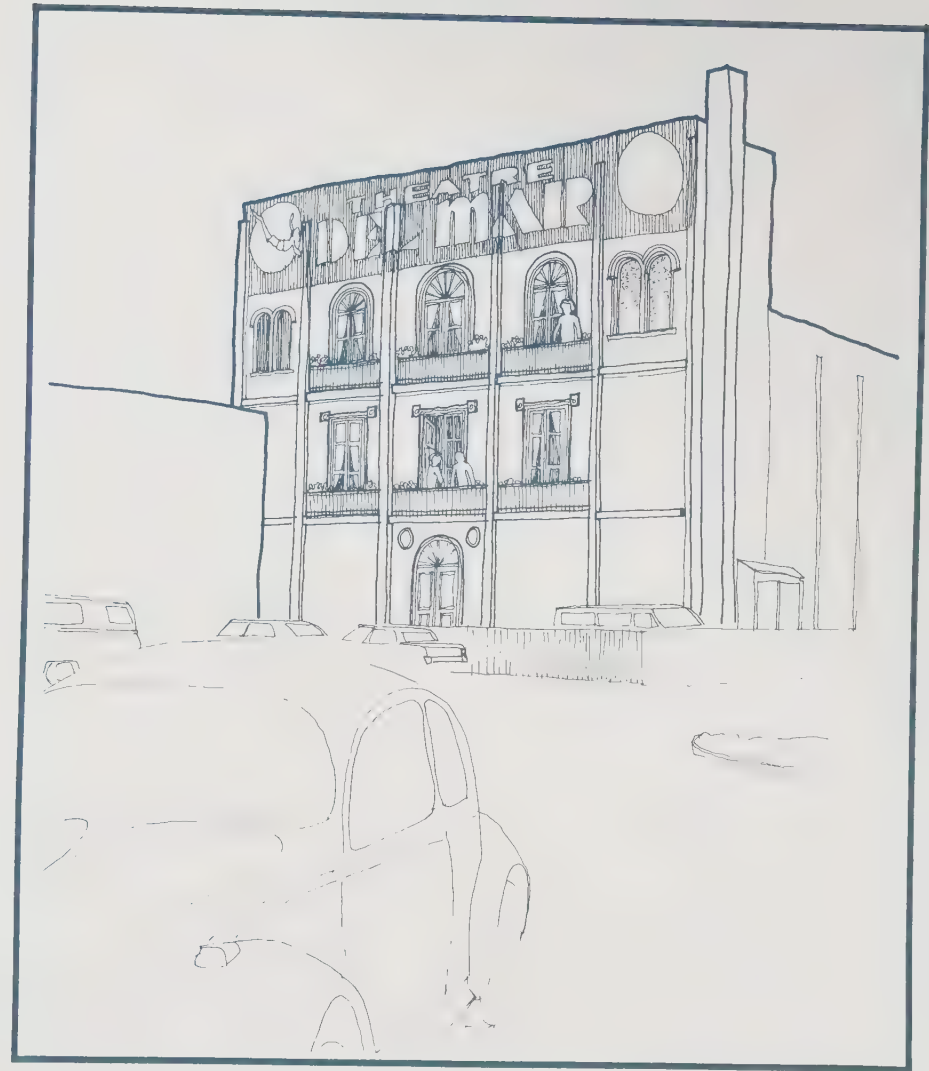
Potential



Existing

### LARGE, BLANK WALL AREAS

- Recognize large, blank wall areas as opportunities for replacing dead spaces with graphics or landscaping which add life to the Pacific Avenue area.
- Paint abstract images or realistic scenes which relate to activities and scale of the Garden Mall area; by contrast, commercial messages would be inappropriate.

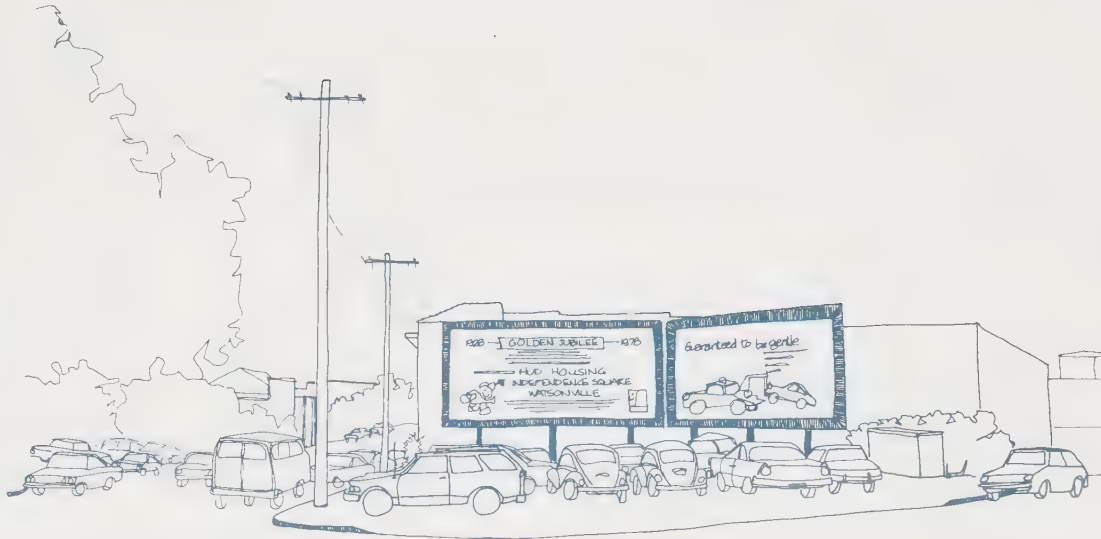


Potential



## CEDAR STREET GORE CORNER

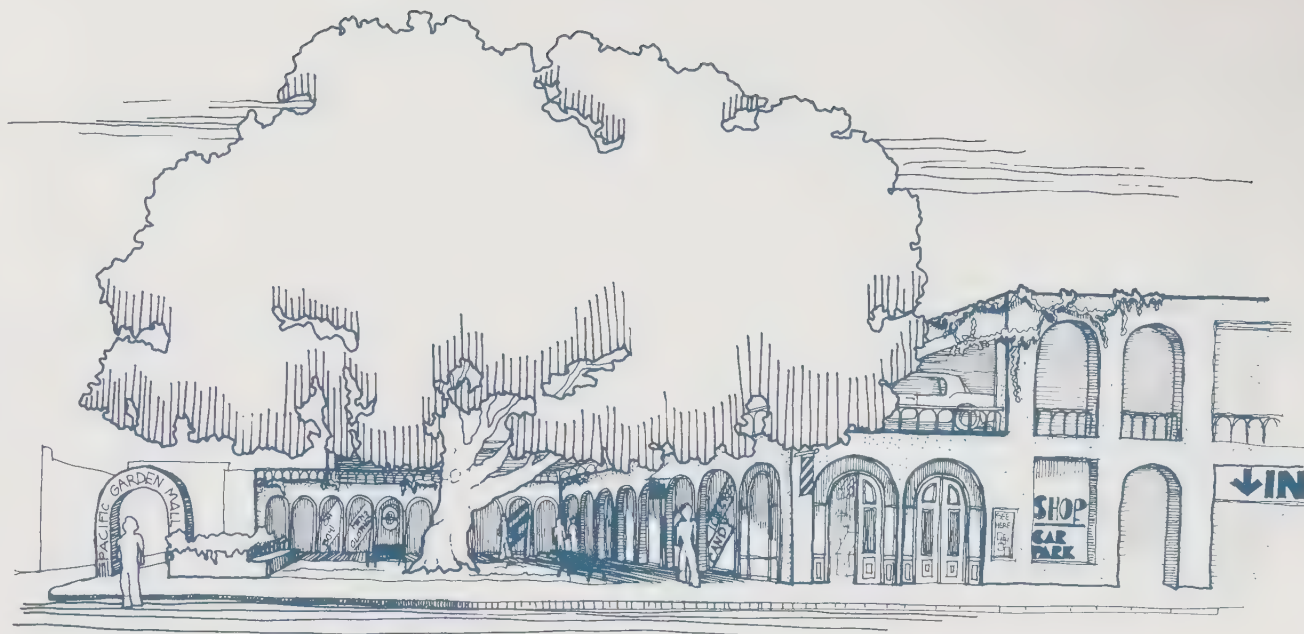
- Replace vehicular parking and billboard uses of this site with a new use which can and will function as a major visual statement for entering the Pacific Avenue area.
- Develop site with a two-story building which will strengthen the immediate neighborhood, reinforce edges of intersecting streets, and link together the area west of Cedar with activities on the east side of Cedar and the Pacific Garden Mall.



Existing



Potential



## Potential

### CEDAR STREET WALNUT TREE

- Celebrate special objects or places, such as the Cedar Street walnut tree, by providing for their protection and enhancement.
- Design and construct a multi-level parking structure which both respects and takes advantage of the Cedar Street walnut tree.
- Provide landscaping and other pedestrian amenity at base of the walnut tree.
- Develop ground floor commercial uses in new parking structure or other new development, including signage which ties development to the Pacific Garden Mall.

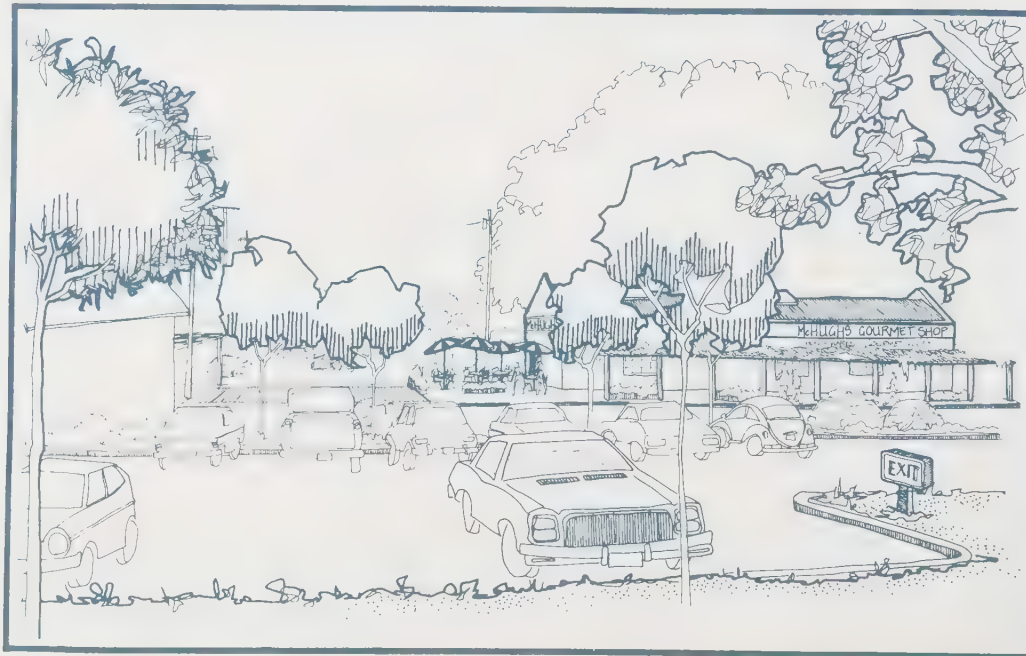


## CEDAR STREET PARKING LOTS

- Upgrade parking areas by clarifying those facilities which are public and those which are private; remove wires and chains; and establish uniform elevations and paving type.
- Encourage development of pass-throughs from Cedar Street frontage to Pacific Garden Mall with use of distinctive paving type, signage and trellis work.
- Landscape parking areas with appropriate trees, hedges, ground cover and fencing.
- Extend Mall-type pedestrian activities, such as outdoor cafes and sitting areas, to Cedar Street.



Existing



Potential



Existing

### RIVER STREET SOUTH

- Strengthen pedestrian opportunities to cross River Street South and to use pedestrian bridge, thereby fostering linkage of the Pacific Garden Mall with the riverfront and County Government Center.
- Open up vistas from road to river and riverfront environment by select removal of trees.
- Increase landscaping in existing shopping center parking areas so as to strengthen the visual interrelationships between the Mall, shopping center, riverfront and County Government Center.
- Establish different paving surfaces for pedestrian crossings and vehicular cartways.
- Selectively remove several existing on-street parking spaces, and replace with landscaped areas.

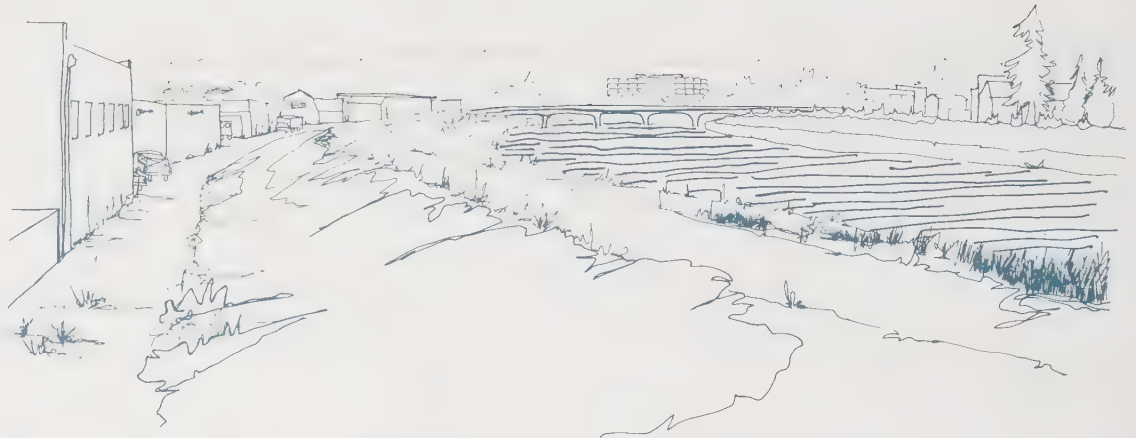
Potential



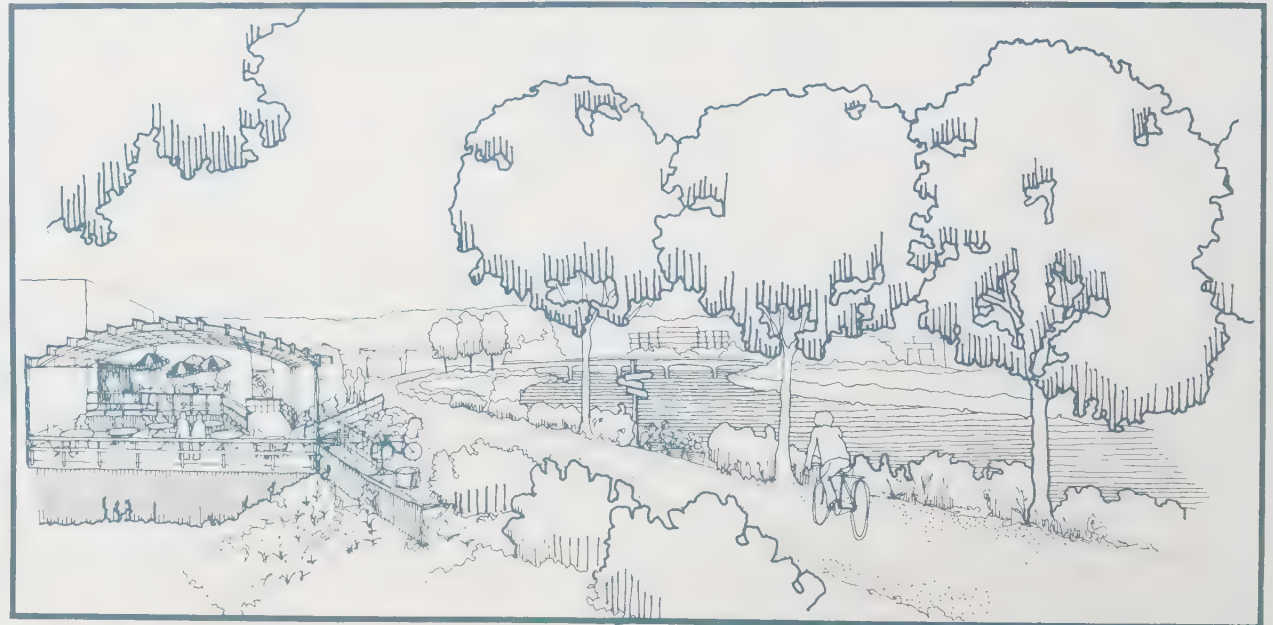


## LOWER RIVERFRONT

- Landscape, pave and provide signage along pedestrian and bicycle path.
- Plant trees and bushes along bank of river.
- Remove garbage and dismantled and/or abandoned motor vehicles from rear areas of Front Street buildings.
- Develop rear areas of Front Street buildings so that uses and orientation of activities take advantage of, rather than denying or negating, the riverfront environment.
- Provide through access from Front Street to riverfront, utilizing the opportunity offered by development and improvement of parking lots.



Existing



Potential







# Implementation Requirements

The Pacific Avenue Design Plan will not simply happen or become a reality by itself. Implementation of its programs, as well as proper and sensitive application of its design guidelines, will require the sustained commitment of public agencies and private interests alike. In the absence of such commitment, the plan will falter along far short of its aims and true potential, or, worse yet, the plan will pass on largely unrealized.

Not only will the plan require substantial commitment from several actors in the community, but the kinds of actions and changes called for in the plan also will require several new kinds of participation in both public and private sectors. Whether thought of as experiments or pilot programs, the plan calls for certain actions which will require collective and concerted efforts in both the public and private sectors. These efforts often will involve new kinds of funding and personnel commitments. Without question, the most important effort is day-to-day management of the plan.

## PLAN MANAGEMENT

1. The City must assign one professional staff position to full-time implementation of the plan. The responsibilities of this position will include administration of permit applications at the Department of Planning and Community Development specifically for the Pacific Avenue area; performance of on-the-job-site inquiries and inspections, to ensure satisfactory compliance with permit provisions (e.g., paint colors, potential substitution of materials); provision of technical assistance to property owners and merchants who will be seeking information and filling out

forms, to obtain funding and other assistance from local lending institutions as well as State and federal agencies; administration of feasibility studies and required design and construction contracts for public area improvements, such as landscaping and Mall identification signage; maintaining records and preparing progress reports and other demonstrative materials (e.g., slide shows, and a folder or catalog for the public counter which illustrates exemplary work in signage, materials and graphics); and achieving coordination among City departments, private organizations and community and neighborhood groups. It cannot be stressed too strongly that this professional must have working familiarity, if not direct experience, with basic design principles, construction methods, materials and local sources of supply. One of the largest, if not the largest, obstacles to successful implementation of this type of design plan is permit work which is performed not to specification, which can result from poorly administered permit applications, substitution of materials or color type, lack of enforcement or ignorance of basic principles of design. At the same time, the design professional assigned to implementation of the plan must be able to work effectively with all sorts of people, ranging from building materials suppliers, sign painters and contractors to property owners, merchants and other design professionals.

2. The City should establish some sort of Pacific Avenue task force, which meets regularly (say, once a month or more frequently, if warranted) to discuss and resolve immediate kinds of issues, ranging from enforcement of the sign ordinance to more effective handling of refuse collection and disposal, as well as coordinating program development such as Mall identification signage and open-air markets. The composition of this task force or standing committee should include repre-

sentatives of merchant organizations and City commissions, as well as senior level personnel from City departments such as Planning and Community Development, Public Works, Recreation and Parks, Police and Fire. This committee can be extremely effective, and, in many cases, is absolutely critical, for successful launching of new programs. As well, it is very effective for achieving reasonable and equitable enforcement actions where required.

#### LEGISLATIVE ACTIONS

1. The City Council should adopt, at an early date, a design overlay district for the Pacific Avenue area. (This district would include the project area as defined in this plan document.) Such a district is required in order to permit adoption and enforcement of special standards and provisions for this one area of the City of Santa Cruz. For example, the allowable size and number of signs as recommended in this plan would apply only in the Pacific Avenue area, and not to the entire community. Any such a design overlay district can achieve other objectives as well. Rather than nominate the Pacific Avenue area for inclusion on the National Register of Historic Places, it is strongly recommended instead that the City Council adopt the survey of buildings of architectural significance, found elsewhere in this document, as part of the overlay district. There are two immediate consequences of such an action. One, the survey becomes officially recognized and can be used in a positive manner, thus avoiding adversary situations "on down the line". Two, the City's Chief Building Official would not be in a position to exercise his discretion on building code matters under Section 104(j), Historic Buildings, of the 1976 edition of the UBC.
2. Amendments to sign provisions of the City's Zoning Ordinance will be required for the Pacific Avenue area, including the following recommended changes:
  - a. All projecting signs to be a maximum area of six square feet per side; copy allowable on both sides. Projecting signs may hang above sidewalk areas from a minimum elevation of 8'0" to a maximum projection of 13'6". The maximum allowable outward projection is 4'0".
  - b. Total signage area for an establishment is limited to one square foot per frontage foot of the building space which it occupies. (Frontage shall include alleyways and other public rights-of-way from which public access to and from an establishment is encumbered.) An establishment located in building space with less than 25 frontage feet may utilize up to 25 square feet maximum. The maximum number of permanent signs is two. These provisions apply to permanent signs only.
  - c. Temporary signs are signs which may be changed or fabricated as often as desired, but within prescribed guidelines agreed upon in advance. Such signs require initial approval as to design, color(s) and material(s) of construction, typeface and storefront location. All temporary signs are subject to annual review regarding changes in typeface, color(s), material(s), and location. Temporary signs are limited to six square feet, and two in number.
  - d. All non-conforming signs in the Pacific Avenue area, under changes recommended in this design plan, are to be amortized over a maximum period of five years.



- e. Projecting internally-illuminated plastic signs are to be limited to a maximum area of six square feet per side. Internally-illuminated wall signs are to be limited to use of individual letters and/or numbers; 25 square foot maximum area applies.
3. The City Council needs to adopt an ordinance providing that all off-street parking areas must provide a minimum coverage of five percent of the total lot area in landscaped beds, waist-high hedging and other such landscaping and screening improvements. Failure to maintain landscaped areas in a satisfactory manner will be grounds for review and revocation of operating permit(s).

#### FUNDING POSSIBILITIES

1. Several existing business establishments along the Mall have shown interest in HUD Section 312 monies for rehabilitation of commercial structures. Additional federal funding possibilities include the Small Business Administration's Section 502 program and HUD's Community Development Block Grant program. Funds are potentially available from this latter program by designating the Pacific Avenue area as a Neighborhood Strategy Area. In these and other federal programs, numerous conditions, including different terms and loan limits, require extensive amounts of paperwork and coordination with appropriate federal officials. Formation of a local development company would be of considerable assistance in providing information and coordination with federal agency programs; filing applications; and working closely with local lending institutions and review agencies to expedite contract work and sign-offs.
2. In several California communities, local lending institutions have provided loans for storefront

renovation and other rehabilitation work at below-market rates (i.e., at the prime rate prevailing at the time of the loan). The Downtown Association should develop a package proposal for gauging interest and securing such assistance.

3. The Off-Street Parking Commission should be charged with designing and establishing a capital improvements program in order to fund a comprehensive signing program and landscaping improvements for off-street parking facilities under its jurisdiction. A separate fund needs to be established, as a high priority item, to retain professional assistance for developing a comprehensive and detailed parking facilities plan for the Pacific Avenue area.
4. Certain portions of the landscaping program, if not the entire program, called for in this plan may be eligible for EDA, HCDA and State gasoline tax program funding. A determination of potential eligibility for funding from such programs should be made at an early date, so that specific plans may be prepared according to terms and conditions of each program.

#### PROGRAM DEVELOPMENT

1. The commercial interests of the Pacific Avenue area could benefit greatly from development of a Pacific Garden Mall logo, for use on business cards, shopping bags, newspaper ads, signs in parking facilities and signs along arterial routes leading to the area. The image and sense of place achieved by use of such a logo is beneficial to property owners and merchants of the entire area, especially in terms of remaining competitive with other shopping areas in the greater Santa Cruz and Monterey Bay areas.

2. Temporary, open-air markets, such as fish and produce markets, can be extremely effective in drawing people to the Pacific Avenue area. They can be set up easily, and on a temporary basis, in underutilized parking areas (e.g., parking areas near uses which are closed on weekends). Such markets should be located near, but not directly on, landscaped mall areas.
3. The San Lorenzo riverfront is a very major resource of the Pacific Avenue area, but, at present, it is neglected and goes unrecognized for the most part. Part of this undoubtedly is due to the vivid memories of severe flooding of the Pacific Avenue area in 1955. Buildings along Front Street have turned their backs, so to speak, on the riverfront environment, and the shopping center is "protected" from the riverfront by a thick wall of trees and River Street South, a roadway whose design and function appears to include only the expeditious movement of vehicular traffic. By contrast, Santa Cruz enjoyed a Venetian water festival along this riverfront in the late nineteenth century, and remnants of a former dam to make possible such use of the river continue to exist near the railroad tressel. In addition to landscaping improvements called for elsewhere in this plan, it is recommended that a feasibility study be undertaken to explore realistic opportunities for damming of the river for two or three months each summer, so that water-oriented activities of the riverfront might once again become a central focal point of the Pacific Avenue area.
4. As called for in the foregoing section on Funding Possibilities, it is strongly recommended that the Off-Street Parking Commission retain professional services at an early date to prepare a comprehensive and detailed parking facilities plan for the Pacific Avenue area. Two major

objectives of such a plan should be organization and consolidation of parking facilities, and development of a rate structure systematically related to short- and long-term needs of employees, resident users and visitors.

#### ENFORCEMENT

1. Serious consideration should be given to locating a police kiosk and placement of police officers "on the beat" in the Pacific Avenue area. The visible presence of officers on foot, particularly in the evening hours, will contribute not only to a greater degree of security in the area, but also will foster closer relationships between law enforcement officials and property owners, merchants and residents of the area.
2. A second enforcement issue of consequence in the area is continuous and comprehensive enforcement of the City's Sign Ordinance. This plan, and its recommendations for changes to sign provisions of the Zoning Ordinance, represents an important opportunity to prepare an inventory of and conduct hearings on problems, issues and potential changes for signs in the Pacific Avenue area.
3. Refuse collection in the Pacific Avenue area was mentioned as a problem in several meetings of the Pacific Avenue Design Committee. One major obstacle to resolution of this problem is the fact that outdoor collection areas, no matter what is spent on their design and construction, continue to exist as attractive nuisances in terms of rodents and vandalism; are expensive to maintain, to the degree that maintenance occurs at all; and are visually unappealing, even in parking lots and along the rear areas of buildings (and thus contribute significantly to the "no man's land" character of these environments). To the extent that large trash containers and

bins are stored outside (which grows increasingly less desirable due to the problems stated above), it is imperative that trash enclosures of substantial construction be provided on premises. A superior solution, in most cases, at least in terms of achieving more attractive parking areas and better utilization of the rear areas of buildings and alleyways, is to require that refuse storage be maintained inside buildings. This solution is particularly applicable to those business establishments which front onto two streets, as is the case along sections of Front Street and Pacific Avenue.



TECHNICAL NOTE REGARDING THE RELATIONSHIP  
OF THE PACIFIC AVENUE AREA WINDSHIELD SURVEY  
TO THE SANTA CRUZ HISTORIC BUILDING SURVEY

It will be observed that the results of the windshield survey conducted for the Pacific Avenue area are somewhat different from those of the Santa Cruz Historic Building Survey, prepared for the City of Santa Cruz by Charles Hall Page & Associates, Inc., and made available in 1976. Within the boundaries of the Pacific Avenue area, the windshield survey should be seen as superceding the earlier effort.

The differences between these two surveys are due to two overriding causes. First of all, the earlier survey utilized criteria as set forth in Santa Cruz' Historic Preservation Plan, which was adopted by the City in 1974. Therefore, the identification of significant structures and districts in the Historic Building Survey was based on a very strict interpretation of the criteria as set forth in the Historic Preservation Plan. A more detailed analysis of sites within a potential district, or of all sites within a planning area, was not done. The additional detail in the present windshield survey is required for implementation of planning and design programs, and in response to the increased role of environmental review. This survey activity also is appropriate at this time due to the clarified and liberalized criteria of the State Historic Preservation Office, which are more inclusive than the City's criteria as previously interpreted.

Secondly, attitudes toward preservation in Santa Cruz and in California at large have matured in the short period between these two projects. In Santa Cruz, preservation was still a fairly new concept at the time the Santa Cruz Historic Building Survey was being conducted. At the time, appreciation of the purposes and effects of the survey by the general public and the the City were just beginning. Consequently, in order

to arrive at a result which would not be considered extreme, which would inform the public, and which would be politically palatable, the criteria of the Historic Preservation Plan were very strictly interpreted. There was an emphasis on clearly established individual quality, and a de-emphasis on contextual values which were hardest to understand. In many cases, a single representative of a building or architectural type was selected for the survey, when perhaps a dozen equally good representatives of the type existed around town.

Presumably the current value placed on preservation in Santa Cruz, and its acceptance as a desirable goal by both the public and the City, is in part a result of this approach. Today, Santa Cruz is among the more more sophisticated cities in California with its view of preservation as a legitimate consideration of planning and development decision-making. This position no doubt has been aided by the Tax Reform Act of 1976, and by the increased importance of surveys in environmental review.

In the current windshield survey, "buildings of architectural distinction" can be viewed as comparable to "good", "excellent" and "exceptional" buildings in the earlier survey. "Background buildings" correspond to buildings classified as "fair" in the earlier survey.

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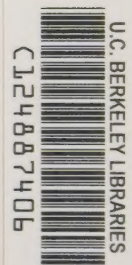
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